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SUBJECT: VIETNAM: FY2005 NON LAW ENFORCEMENT TIP PROPOSALS

REF: A. 04 State 264199

**¶1.** (SBU) Summary and Comment: The Mission's Anti-Trafficking Working Group has identified two project proposals for activities aimed at empowering women and combating trafficking in women and children in and from Vietnam that are especially deserving of funding. Nine project proposals were submitted. The two recommended projects total USD 750,000. Our top priority is an ambitious proposal to conduct a nationwide baseline survey to obtain data that can be used to measure the impact of all future trafficking interventions in Vietnam. Vietnam currently lacks any baseline data on trafficking; the entire Vietnamese and international anti-trafficking community operates on the assumption that trafficking in Vietnam is a "big problem." Without decent data on the character and scope of the problem, the main trafficking vectors, the crossing points, the victims, the traffickers and the trends, it remains impossible to gauge the effectiveness of any anti-trafficking programs. The second priority project is The Asia Foundation's continuation of its valuable work in anti-trafficking in Vietnam.

**¶2.** (SBU) Summary and Comment, cont'd: The proposals we received reflected the relatively underdeveloped state of the NGO community in Vietnam. While large international organizations such as IOM and UNICEF submitted visually impressive and well-drafted proposals, many of the NGO proposals were relatively roughly prepared. This reflects the lower capacity of local NGOs. Nonetheless, the Mission's top recommendation is a local NGO's project. If Washington determines that this proposal has merit, Post will have to work closely with the NGO to create both a more rigorous and reasonable budget and an effective system of monitoring and evaluation. Encouraging the development of indigenous NGOs is consistent with our MPP, and building capacity in the anti-trafficking NGO sector is essential to fighting the anti-trafficking problem in Vietnam. We will also have to work with this NGO to ensure that they have secured the necessary cooperation from the GVN to make this project successful. This will be more work than an off-the-shelf proposal from a large expatriate-run NGO or IO, but it will pay off in results. End Summary and Comment.

**¶3.** (U) The Mission received a total of nine proposals in response to reftel request for TIP proposals sent out in December. The proposals were from a diverse group of organizations. Large, expatriate-run organizations such as The Asia Foundation, IOM and UNICEF submitted proposals, but so did several small Vietnamese NGOs. The projects are also diverse in terms of geography. Post recommends below the top two proposals for funding in FY05, and will provide copies of all received proposals to EAP and G/TIP by email.

BEGIN RANK-ORDERED PROJECT SUMMARIES

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**¶1.** Baseline Data Collection and Analyses for Combating Trafficking in Persons in Vietnam under the Coordinated Mekong Ministerial Initiative Against Trafficking -- USD 450,000

This is by far the least "sexy" of the projects but, in Post's opinion, the most useful and necessary one. The recipient organization is the small Hanoi-based NGO/think tank Institute for Social Development Studies. It is run by Dr. Le Bach Duong, a U.S.-educated researcher who has worked on trafficking and related issues for years. In particular, Duong was the author of one of the few decent studies done on child prostitution in Vietnam.

Duong's project fills a critical need in the anti-trafficking environment: it aims to provide empirical information that can be used for planning, designing, monitoring and evaluating future intervention programs.

At the moment, no good data exist on trafficking in Vietnam. We have only two kinds of data: anecdotal evidence and a set of statistics supplied by MPS in 2003 and 2004 that is based on police records and thus badly underreports trafficking cases. The international community - and the GVN - spends millions of dollars on anti-trafficking on the

basis of assumptions and cannot evaluate the impact of programs due to a lack of baseline data. This project would improve every other future trafficking project in Vietnam.

**12. Enhanced Strategies for Anti-Trafficking in Vietnam -- USD 300,000**

This is The Asia Foundation's submission. It builds on their existing anti-trafficking projects in An Giang and Quang Ninh Provinces and aims to expand and deepen the effects of both of those projects. It employs experienced staff and tested models and strategies, but also breaks new ground in its effort to focus on how the allocation of public resources at the local level can have an effect on women at risk of being trafficked.

This project is aimed at the prevention of trafficking and the rehabilitation and reintegration of returned trafficking victims. The project's primary activities will be:

- Awareness-raising, using innovative techniques such as community theater;
- Promotion of regional coordination by expanding on TAF's work in bringing together provincial and local officials and civil society groups from border provinces in Cambodia and Vietnam;
- A push for direction of resources towards vulnerable women at the local level, taking advantage of the "grassroots democracy" initiative that provides local jurisdictions more control over their budgets.

The project covers north, central and south Vietnam, in the provinces of Quang Ninh, Thanh Hoa, Nghe An, An Giang and Can Tho.

**13. Support the Victims with Care and Rehabilitation and Reduce the Risks of Woman Trafficking -- USD 111,000**

This submission comes in jointly from two small Hanoi NGOs: the STDs/HIV/AIDS Prevention Center (SHAPC) and the Research Center for Gender and Development (RCGAD). It is a prevention/rehabilitation/reintegration project focused on the trafficking "highways" through Lang Son and Quang Ninh Provinces in the north. The project plans to:

- Raise awareness through the production and dissemination of IEC (information, education, communication) materials. Raw material for IEC materials is going to come from victims and vulnerable groups as well as from a series of surveys, which will also form the baseline from which to measure the project's impact. Orientation workshops for officials and civil society representatives will also be a part of awareness-raising activities.
- Reception and care for victims returned to Vietnam through border gates. The project would establish counseling rooms where returnees would receive counseling and health care and begin the process of reintegrating into society.
- Establish a network of community-based educators in the two provinces pulled from the ranks of vulnerable women and the Women's Union. These will be available for at-risk women in the provinces as well as to staff the counseling rooms at the border gates and be the primary staff for awareness-raising efforts.
- Support returnees through individual counseling, vocational training and credit where appropriate, and the establishment of "safe family clubs" to provide community and peer support.

The modest budget (no expatriate staff) and well-targeted intervention make this proposal attractive, as do the solid partnership relationships with local organizations. The monitoring and evaluation portion of this project was also well thought-through.

**14. Comprehensive Intervention to Combat Trafficking in Persons in the Areas of Northern Border of Vietnam -- USD 160,000**

This is the submission of a Hanoi NGO/think tank called the Center for Community Development. The Center's head is Dr. Tran Duy Luan, who is also the director of the Institute for Sociology at the National Center for Social Sciences and the Humanities, a rough equivalent to the Division of Behavioral and Social Sciences and Education at the U.S. National Academy of Sciences.

This project is also a prevention/rehabilitation/reintegration project with a capacity-building component for local authorities. It is focused on two high-risk districts in Lang Son Province. Primary activities will be:

- Perform a baseline survey of victims and potential victims. Use victim information to draft IEC materials and distribute those materials in public campaigns. Provide training to populations on the risks of trafficking.
- Provide intensive training on combating trafficking to community leaders, law enforcement officers and mass organizations, with training tailored to integrate with the results of the baseline survey. Create an anti-trafficking

network within the communities to identify trafficking risks and respond appropriately. Establish a counseling service with a hotline as a focus point for any trafficking-related information and to facilitate rehabilitation of victims.

- Provide subsidized health care for victims and establish friends-help-friends community groups to assist in reintegrating victims. Provide vocational training and low-interest loans as appropriate for returned victims.

One of this project's strengths is its performance indicators and monitoring plan. The project describes excellent measuring and verification tools such as pre- and post-training surveys, monitoring leadership attitudes through interviews and collection of statistics. This project is similar to project 3 but covers a more narrow geographic area.

**15. Prevention and Protection of Children and Women Against Human Trafficking - USD 500,000**

UNICEF submitted this three-year project. It is not clear from the proposal where the project sites will be located.

**Primary activities:**

- Strengthen and develop the national plan of action on trafficking and provide training for GVN and community service providers in responding to trafficking. Develop community protection models and strengthen cross-border prevention and protection mechanisms with Cambodia.
- Raise public awareness through IEC campaigns and improve available data through surveys.
- Establish three receiving/recovery centers, provide counseling, prevention and reintegration services and open a hotline.

Performance indicators are adequate for this project, although description of monitoring and evaluation plans is thin. The project is quite expensive, and includes 12 percent for UNICEF headquarters as well as six percent for UNICEF's project management fees.

**16. Community Involvement in Prevention of Trafficking in Women and Girls in Lang Son - USD 133,000**

Another Lang Son proposal, this one from the Hanoi NGO Centre for Reproductive and Family Health. RAFH has already done a similar project in Quang Ninh Province, so we know they have the expertise. This is a prevention/protection project. Primary activities:

- Organize an orientation workshop and set up an anti-trafficking network for local authorities and mass organizations.
- Set up a counseling center for victims and create friend-help-friend clubs for the victims in each commune. - Provide vocational training courses and health care for the victims. Set up training courses for returned victims to help them avoid re-trafficking.
- Develop and distribute IEC materials and hold training courses for anti-trafficking network members.

RAFH's performance indicators are good and the monitoring and evaluation portion has been considered. The costs are relatively low for the project. We can report from experience, however, that RAFH is somewhat fond of expensive written materials, brochures, booklets, posters, etc., and in this project the development and printing of IEC materials are a relatively large part of the budget - more than USD 60,000. This is an indication of RAFH's priorities and the reason we ranked this one below the other two Lang Son projects with similar goals.

**17. Rehabilitation and Reception of Trafficked Children in Dong Thap Province - USD 476,000**

IOM Hanoi submitted this project, which is aimed at setting up a rehabilitation and reception center in the southern border province of Dong Thap, as well as developing the skills of counselors and other officials and establishing an awareness-raising program. IOM already manages one such shelter - called the Little Rose Shelter - with USG money in Ho Chi Minh City. Another similar project, incorporating job and vocational training, is in its early stages in northeastern Vietnam. Primary activities:

- Set up the rehabilitation and reception center, which is scaled to help 100 trafficking victims over two years; create health and psychosocial care and referral mechanisms.
- Build the capacity of the counselors and caregivers of the Commission on Population, Families and Children in Dong Thap.
- Carry out an awareness-raising program to prevent trafficking and re-trafficking.

The project is narrowly focused and extremely expensive. IOM lists the center as helping 100 trafficked children, and the training and capacity building reaching 31 counselors and 20 provincial government staff. Project office and staff costs, including IOM staff, is more than one-third of

the total budget. More can be done with less.

**18. Theater for Action - Drama as a Means to Minimize Trafficking of Women and Children in Vietnam -- USD 131,000**

This innovative awareness-raising project is from the Mobility Research and Support Center in Ho Chi Minh City, a small NGO. MRSC has been active in the anti-trafficking field for years and produced useful literature on the phenomenon of arranged marriages between foreign men and Vietnamese Women called Marriages of Convenience. Primary activities:

- Recruit members of vulnerable groups in high-risk communities to develop theater performances to entertain and communicate the dangers and issues related to trafficking and domestic violence. Record the performances and then work with other NGOs to distribute the best performances nationally.

This is a good NGO with a creative approach to the awareness-raising problem, with a strong chance of successfully implementing the program and having an impact. We did not rank them higher because MRSC is focused very narrowly on the issue of marriage to Taiwanese men as a form of trafficking - an extreme interpretation of a phenomenon we have examined and found does not meet the definition of trafficking. More importantly, the Asia Foundation proposal (number 2 above) has a similar awareness-raising component, and plans to work with MRSC to execute it - so it would still be possible to support this organization's work.

**19. Raising Public Awareness and Preventing Trafficking in Persons between Border of Kampuchea and Vietnam - USD 293,000**

This project was submitted by the Department of Social Work of the Open University in HCMC. The Department states in its proposal that it has experience organizing awareness-raising and prevention activities in HCMC dating from 1995-2000, although we have not heard of these activities in Hanoi. The project targets HCMC plus Can Tho, Soc Trang, Kien Giang and Tay Ninh Provinces.

Primary activities will be:

- Awareness-raising through unspecified "social activities" in target areas.
- Development of knowledge and skills of social and community development workers to facilitate cooperation in anti-trafficking. Organization of "advocacy activities" with NGOs and local government officials.
- Establishment of "drop-in" centers in five provinces to help victims of trafficking.
- Organization of workshops on awareness in five provinces and short-term training courses in "emergency socio-psychological support and social activities for victims". - Organization of (unspecified) "prevention activities".
- Local networking.

The specifics of this proposal's activities are a little thin and the budget is not an extremely useful document. Likewise, the monitoring and evaluation component seems incomplete in some areas and unrealistic in others. The biggest part of the budget is reserved for the salaries of two HCMC-based "project directors" whose connection to the project is unclear. Still, the geographic area covered by this project is one that is in real need of anti-trafficking support.

END PROJECT SUMMARIES.

**14. (SBU) Post would appreciate the Department's initial comments on submitted proposals as soon as possible in order to respond to the hopeful applicants. Law-enforcement-related proposal will arrive septel.**

MARINE